

## CHILD WELFARE LEAGUE OF AMERICA, INC.

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## BULLETIN

JUNE, 1940

## Origins of the New Program of the Child Welfare League of America

CLINTON W. ARESON

*Presented at the National Conference of Social Work, Grand Rapids, May, 1940*

Carl Carstens was an immigrant to America. I recall an evening when he and I sat in the old station of the Lake Shore, in the city of Cleveland, waiting for a train to convey him back to New York City. Perhaps some of you recall that dismal station of the older days. We talked of this and that, and were quiet for a time, and I noticed that he was meditating. Suddenly he turned and said, "You know, I recall so distinctly spending a night in this station. I was a little immigrant boy and the members of my family were making their way West from the seaboard. Thus far we had come, and here we must stay for the night waiting for another train, and we sat the night out in this station. I sat in that seat over there. I slept a bit in that one. I got a drink of water over there. Nothing has changed." I could easily imagine the long thoughts crowding his mind in that hour of memory and I never forgot that he was a first generation immigrant who was ever motivated with the compelling desire to help make our land the America of his vision and dreams.

THOSE who heard Cheney Jones speak these words at the Memorial Service for Dr. Carstens must have realized how typically American the history of the Child Welfare League is. It will be remembered that from that railway station Carl Carstens went with his family to Iowa, graduated with distinction from Grinnell College, later went on to Philadelphia to study for his doctorate, and there became part of another stream of American development in his association with Miss Mary Richmond. Service with the New York Charity Organization Society, and the Massachusetts S.P.C.C. followed. It was during this latter time that, with statesman-like foresight, he read a paper at the 1915 National Conference of Social Work in Baltimore on what we would today call the integration of the several forces in behalf of children, from which sprang the idea that in 1921 became the Child Welfare League of America. Quite inevitably he became its first Director. The immigrant boy became the national advocate of a better life for underprivileged children.

Carl Carstens has left to the League a remarkable legacy, which we will be wise not only to conserve but to use in planning its future program. Foremost among the elements of this legacy, I would place his determination that satisfactory standards of work should serve these children. This resolve certainly came from his understanding humanity, and is an

attribute of any program on a national scale which may be adequate to the tradition of American life. His other great legacy was that of personal service and consultation. Although we shall not be able to carry it forward in exactly the same way, for we do not have the outstanding personality with which to replace him, we must perpetuate as part of the continuing program the principle of common concern, common counsel, and common action.

The year which has passed since his resignation and death has tested both the soundness of the idea of the League and the readiness of its participants and friends to go on. The unanimity of the demand that the League continue lays upon the Board of Directors an obligation of leadership, which they are glad to assume with such assurance of support.

The proposals which have been approved by the Reorganization Committee are based on the conviction that the time is now ripe to go forward in this spirit of aggressive broad service to disadvantaged children, and to invite wide participation in the movement. A sound nucleus of allegiance justifies this step, and a desire for it has been expressed in correspondence, conference, in conversation, and in meetings of the Board of the League.

I shall not repeat here the text of these proposals which are given in the printed program of the League, but shall endeavor to give you a glimpse of some of these expressions of opinion as they have been gathered over the past eleven months.

*Standard-Setting Function*

In meeting with one group representative of the south-eastern states, I quite inadvertently gave the impression that perhaps the League should no longer be greatly concerned about the matter of standards of work for children. The reaction was immediate that standards are important not only for private agency operation, but no less so for the public services. In fact, it was insisted that just because public

Institute of Public & Social Administration  
40 E. Ferry St.  
Detroit, - Michigan

services are increasing at such speed, a national organization devoted to the development and maintenance of standards is indispensable lest the public services be content to operate less effectively than they should.

It was suggested elsewhere that standards should be so developed as to allow a periodic audit of agencies by staffs and boards, or by Councils of Social Agencies under the guidance of the national agencies. Standards could not be separated entirely from consultation in certain minds, a consultation that would be not only inspectional and regulatory. Nor could the matter of standards be separated from the type of affiliation which agencies would hold in the national organization. It was proposed that in addition to minimum membership requirements, standards of practice be worked out by groups of members, and that periodic ratings be made which will include some evaluation of the Board members of the agencies concerned. From the middle West came a similar proposal, that affiliation be not solely on the basis of standards, but broad enough to afford access for their inculcation in more organizations.

The head of a State Department remarked that it was by standards developed by the League that the Department measured the performance of agencies it had to supervise and consider for licensing. A rather different usefulness was noted by another state director who said that reference to standards, even when they were used to take issue with government, is a good thing, because government services can become too paternalistic. The director of a training school for boys commented that there is sore need in that area for guidance and help, and particularly some development of standards that might serve as objectives in guiding the phases of the program into more intensive service for individual boys. And he thought that often a non-governmental agency can secure acceptance where it might be difficult for an official agency to do so.

A supervisor of Child Welfare Services remarked that in her state, unusually burdened with children in active care, their time was consumed in trying to keep up with the actual load of work, so that a new service of this kind could gain greatly from the pooled experience of organizations, reflected in standards, applied by an independent but understanding and free agency.

Considerable insistence was met in many parts of the country that standards should be not only developed but maintained in practice. A Board member of an important agency felt that in many ways the League's function in this regard should be an

aggressive one, but that attainment of standards should not be the only basis of affiliation. He saw the League as not only setting standards, but helping to bring about practice of them.

Much more could be quoted in this same general sense, but perhaps the point of view from which the Committee has made its proposals is summarized by one of our Board members, also on the Board of a constituent agency, who pointed out that in the beginning standards were apparently an objective rather than a qualification for the organizations which banded together to exchange information and services. It is in agreement with this point of view then that the proposal for broadening the types of affiliation, while preserving within the general body a vigorous development of the standard-setting function, is being made by the Reorganization Committee.

#### *Information and Publication Service*

There was so little doubt in the minds of the Planning Committee as to the demand for information and publication service that on the 15th of March this service was set up as an independent part of the program, in the charge of a qualified person with both research and case work experience. It is definitely planned that this service should have a specified sum in the budget for its maintenance.

At the conference in Washington public officials did not hesitate to point out the difference between the rather exhaustive type of material which the Children's Bureau gathers, requiring time for its preparation and publication, and the current exchange of information which the League office should maintain. It is probably not a point that needs to be greatly elaborated. With relation to the federal information service, it was suggested that cooperation should be so close between the League office and the Federal Bureau that particular facts or bodies of facts could be extracted out of the great mass of material collected by the Bureau, and focussed upon immediately important situations. Much emphasis was put on the relation of this service to the function of private agencies in working out new methods and trying new forms and adaptations of service, which ought to be brought promptly to the attention of the general field. We also received the impression that information from a non-official source may have carrying power with certain groups that official information lacks.

Care has to be exercised not to arouse expectations that cannot be fulfilled. For example, one participant in the conference at Washington stated that at the present time the League does not begin to have



all of the information which Services to Children might need. It is unlikely that the League office will be able to assemble so much and maintain so large a service as to meet this complete demand.

Present experience with a limited revival of the service is that inquiries on all topics, perhaps with adoptions in the lead, pile up at an astonishing rate, indicating clearly that exchange of experience through this channel is very much in demand. Various conference members in different parts of the country see this as valuable to them, with Boards, with public budget authorities, and in all other connections where reliable but up-to-date information might be used. The interpretation of trends and the effects of new policies is also dependent on such information.

Related to the exchange of information is of course the publication of pamphlets on particular subjects. Over recent years these have had a wide sale not at all restricted to the agencies formally affiliated with the League. There has been a demand from schools of social work that teaching material be developed for courses in child welfare, a need which is also felt by those who are organizing conferences and institutes. In general the development of this service is most clearly indicated and therefore has been already undertaken.

#### *Liaison Function*

In the area of public and private relations, any and all services which the League may set up will have importance. Quite typical of sentiment would be a conclusion that came out of the Chicago conference, that the League should not only be a watch dog for interests of children in the public agencies, but that public agencies should participate actively in conferences and policy formation of the League program. No support was found for

the idea that in the future League affiliation should be only among private agencies. It was pointed out that all work with children has a background in law, and that the public concern expressed in legislation cannot be separated from voluntary effort in their behalf. More than once we had emphasis placed on the desirability of stimulating public sentiment and hence public appropriations in behalf of children, as has been done for example in the drive for old age assistance.

On the other hand, several of the directors of public services, with previous experience in the private field, saw a great service for the League to render in enlarging the perspective of the private agencies, which in their opinion fail to see the field as a whole, in order that they may readjust their own programs, and cover inevitable gaps which remain in the public services. In line with this sentiment, a director of

child welfare from one of the far western states gave it as his opinion that even though that newer part of the country was not harassed with the struggle to adapt traditional forms of service, it would be a pity if in their planning citizens could look only to governmental agencies; and saw the preservation of philanthropic impulses as one of the great functions of a non-official organization such as the League. One needs only to recall how greatly all of the social services have been developed by voluntary effort in this country to realize, first, that that impulse ought not to be lost or even injured, and second, that it probably will not be. Therefore, it is wise to have a planning agency especially adapted to serving and utilizing it in relation to the great public developments.

Considerable question was expressed by several state administrators as to the leadership which their departments could assume with private citizen groups.

June 5, 1940

*The President  
The White House  
Washington, D. C.*

*Dear Mr. President:*

*The Child Welfare League of America, composed of public and private child caring agencies throughout the country, voted at its annual meeting held in Grand Rapids, Michigan, on May 30, 1940, to convey to you its appreciation of the stand you have taken in the promotion of child welfare standards and programs as recommended by the White House Conference on Children in a Democracy.*

*The Child Welfare League urges that in these critical times the goals set by that Conference shall not be lost and that the tremendous gains made in child welfare and health during the last few years shall be maintained. To this end the Child Welfare League pledges its own vigorous efforts and urges strongly that while attention is given to America's material defenses we shall continue to build for adequate child care and family life as equally essential to national unity and strength.*

*It is particularly important, the League believes, that there be no relaxing of our present child labor laws and provisions for child health during the present crisis and that every possible means be taken to press forward in the establishment of adequate child welfare programs throughout the country.*

*Respectfully yours,  
[Signed] Leonard W. Mayo  
President*

One hopes that this does not represent a cleavage, for nothing that the League program might undertake should be predicated on hostility. Nevertheless, the sentiment did appear from various parts of the country that a non-official organization such as the League could very well exercise a mediating and interpreting function. The rapid development of public services is such a new phenomenon in the country that it is not surprising that some citizen groups apprehend inroads on their chosen activities, that others are inclined to suspect dictation, and that sometimes the question of politics hampers easy access from one group to the other. As a matter of fact, in the course of this exploration of sentiment, the Program Director was able by a short field visit to work out the implications of federal requirements with a state child welfare department, a member of the League, and to reorganize the point of view of that department toward private agencies in the state. Such services from the Federal agency were inhibited by its legal position, and the League was able to break a dead-lock.

One member of a conference illustrated the liaison function of the League by citing the method through which his state department organized its standards. A group of representatives, board and professional, were called in from private agencies in the state, and worked out together with the state staff standards for institutional care and other forms of service. He saw in this an indication of the kind of relations that the League could encourage widely.

An experienced lay member of boards in various fields of service was very emphatic in citing a situation in an important city where the governmental agencies were making no headway at all with respect to bad organization practices in the entire community, which yielded after a protracted period to the consultation and guidance of the non-official agency when the League made a survey.

An interesting form of cooperation was suggested by which state departments that do inspect and keep records of voluntary service agencies might make such material available to the League, and thus greatly facilitate its consultation and other operations in the field.

On the national scale, not a few conferees emphasized that there ought to be a non-official focus through which leadership and public opinion might be exerted. It might conceivably be necessary to help safeguard even so powerful an instrument as the U. S. Children's Bureau, with the changes that come about in government policy and personnel.

Not much has been said here of the obvious and

most immediate demands: interpretation of the meaning of declining institution populations and other effects of the great public programs; the relating of the protective services, which are now represented in rural areas by Child Welfare Services, to these child care programs, especially in urban centers; and the transmission of experience from one to the other party in the total situation. It is assumed that these are well known and clear demands in the area of liaison service.

### *Consultation Service*

A brief word should be said on consultation field service. On this point, it is necessary to be quite realistic. Since it has always been and will continue to be difficult for a national agency like the League, whose field represents so many different types of child welfare operations, to bear the expense of such service, some have felt it to be an inconsistency to invite broader affiliations. They have in mind that the greater the number of interests affiliated to the program, the greater will be the demand for consultation, and therefore the more dubious the financial possibility of maintaining a service to them.

In the first place, it must be recognized that a consultation service will now have to be carried on in a different manner from that which was available under the supervision of so preeminent a consultant as Dr. Carstens. There has at no time been even a hope that his peculiar contribution to the field could be replaced in the same terms and measure. It therefore is necessary to develop consultant services of a somewhat different sort. There are outlined in the printed proposals types of consultation service and suggestions as to the management of that service, designed to spread it as widely and make it as flexible as possible.

No one questions that in many situations advice in the field and consultation in person are needed. The 1941 budget contemplates two persons in the field continuously, supplemented by planning of regional organization which would make available centers through which consultation could reach more local areas. There has, moreover, been much fine volunteer spirit on the part of executives and others in organizations which are willing to assist out of their experience, under the guidance and supervision of the central office.

A caution, however, needs to be injected. These devices of service will take a reasonable time to develop and they will not bring a consultant to the local office on every problem that arises. As a matter

(Continued on page 9)



## The United States Committee for the Care of European Children

ON JUNE 21, 1940, it was announced that a United States Committee for the Care of European Children had been organized. On that day the *New York Times* reported:\*

"The committee's chief purpose will be to coordinate all resources available in this country for the care of child victims of the war in Europe. Its program includes cooperation with Canada to meet the needs created by the announced large-scale evacuation of children from Great Britain as well as aid for the children of France and other countries.

"Plans will be developed to provide care in family homes in the United States for such children as may qualify to come to this country within the limitations prescribed by law.

"This means that the children must be admitted to this country in accordance with most of the provisions of the American immigration law and regulations of the Department of State and Department of Justice. However, it is hoped that some restrictions may be relaxed a little, such as the required bond guaranteeing that aliens will not become public charges. Also, the Immigration Service will be asked to allow organizations to be held responsible for groups of children, instead of the prevailing individual arrangement. . . . All the resources and experience of the various American relief and charitable agencies are to be mobilized."

The following statement defining its general policy was issued by the committee:

"The United States Committee for the Care of European Children has been formed in answer to the imperative demand from the American people for a unified policy and plan to meet the present emergency. The organization and individuals who have joined together in this movement represent a cross-section of all religious faiths in this country. This is in the truest sense a nonsectarian, nonpartisan movement inspired solely by the desire to rescue children—whenever they may be and wherever they may be—from disaster by all practicable means at our disposal.

"We wish to emphasize at the outset that all those participating in this movement are keenly aware of the needs and problems of American youth. Many of us have been closely identified with efforts to better the situation of American children throughout the country.

"We have undertaken this added responsibility in the deep conviction that the mobilizing of the spontaneous desire to rescue at least some of Europe's

children from the fearful fate of bombs and shell fire that awaits them can in no way detract from or diminish efforts to meet the needs of American youth. There must be no slackening of the services to American children—governmental and private—which must be maintained and expanded wherever they are inadequate. With the constant goal before us of providing fully adequate care for children in the United States as well as aiding the children of Europe, we are confident that American youth itself will rise to share and give according to its ability in this dire emergency."

Of special interest to League members is the fact that a Committee of Child Welfare was immediately set up as a unit of the United States Committee. The Non-Sectarian Foundation for Refugee Children, organized over a year ago, has placed its resources and personnel at the disposal of the Committee, and becomes an integral part of it. Miss Sybil Foster, formerly of the League staff and known throughout the country, was asked to give her full time services to the Child Welfare Committee for at least two months, and has been granted a leave of absence from the New York Children's Aid Society of which she is Director of the Foster Home Department. Miss Foster will bring a broad experience, unusual ability, and high professional standards to the task of organizing resources for the reception and the placement of the children.

On June 24, the Planning Committee of the Child Welfare League of America voted its full co-operation with the United States Committee, and specifically the Committee on Child Welfare. It authorized Mr. Mayo, the President of the League, to offer to the Committee the services of the League and to take all necessary steps in working out arrangements. It was also voted that the League would pay Miss Foster's salary for the first two months, as a contribution to the Committee's work.

At the present time no comprehensive statement can be made regarding the plans of the Committee or the actual number of children to be received. It is, however, definitely known that the children will come to the United States on temporary visas and will be cared for on a temporary basis only, for the duration of the emergency, with the intention of returning them ultimately to their own families. These children will therefore not be eligible for adoption. It can also be stated that group care in institutions will be used as part of the placement plan.

Members of the League will be kept informed of such developments as financial responsibility, geographic distribution, the possibility of providing additional personnel, and similar basic questions.

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## BULLETIN

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## "Business as Usual"

THE other day, in a busy section of a large city, I wended my way through heavy traffic only to find that the place of business which I sought was surrounded by construction trucks and workmen, and that a temporary wall had been built around a portion of the building during its alteration. Still hoping that the shop was open, I passed under the scaffolding and to my satisfaction found a large sign on the door reading, "Business conducted as usual during rebuilding."

The sign on the door of that business house should stand as the slogan of the Child Welfare League during these trying days and the even more critical days that may follow. These words, together with the letter to the President of the United States authorized at the Annual Meeting of the Child Welfare League at Grand Rapids, copy of which appears elsewhere in this issue, contain the gist of our "marching orders" for the coming months. Those who have labored long and patiently to build into our civilization a sound program of child welfare will realize that there can be no yielding now of the ends we have long sought and no giving over of the objectives already gained.

I talked not long ago with a well-known public welfare official who, viewing the international situation with gravity, said in effect: "When we start rearmament it will mean the end of our social welfare and health programs." Facing the situation realistically, we cannot deny that an increase of taxes and an increase in the many foreign appeals to human sympathies cannot help but affect welfare programs in this country. This knowledge, however, can not deter us from a steady and unfailing effort not only to keep the gains we have already made but to advance.

As Homer Folks of New York said recently: "The unity of a nation, so essential to adequate defense, lies quite as much in the strengthening of family life, the adequate care of children, and the safeguard-

ing of permanent child welfare rights as in the development of armaments."

This is a personal message to all members of the League and to friends of child welfare everywhere to the effect that the sign on the door of the League during these coming months, and I hope on the door of every member agency, will be: "Business as usual during rebuilding." It is the purpose of the new Director, the incoming President and the Board to keep that sign intact and the League banner flying during all the turmoil and repercussions of war and rumors of war.

—LEONARD W. MAYO

## The New Program Starts

AT GRAND RAPIDS a hundred delegates from constituent organizations discussed and approved the new program as timely, inviting and in demand. Further simplifications in financial structure were recommended.

At the Annual Meeting these recommendations were accepted and, by vote, the proposals circulated beforehand were adopted as the League's new plan and program.

The election of Howard W. Hopkirk as Executive Director was announced at the Delegates' Dinner by Mr. Alfred F. Whitman, Chairman of the Reorganization Committee. Mr. Hopkirk is well-known to the League, having served on the staff for eleven years as consultant to the institution field, after which he was for four years Superintendent of the Albany (New York) Home for Children and, more recently, has been co-director of a survey of the organizations and services of the Protestant Episcopal Diocese of New York. Mr. Hopkirk's wide acquaintance in and of the field qualifies him preeminently for the duties which he will assume on September first.

At a Board Meeting following the Annual Meeting, Mr. Leonard W. Mayo was elected President. Mr. Mayo, who is Associate Director of the Welfare Council of New York City, had been Secretary of the Board of the League, was at one time Assistant Director of the Children's Village at Dobbs Ferry, New York, and served for several years on the faculty of the New York School of Social Work.

One of the first acts of the new President was to announce that Mr. Frank R. Pentlarge had accepted chairmanship of the Finance Committee. Mr. Pentlarge is a practicing attorney in New York City and counsellor-at-law in New Jersey, is a member of the Board of the Montclair (New Jersey) Children's Home and Welfare Society, Chairman of the local



Assistance Board of Montclair, and is active in many civic and state organizations.

Among those newly elected to the Board are Mr. Edmund B. Shea of Milwaukee, a practicing attorney and member of the Board of the Children's Service Association; Mr. J. Andre Fouilhoux of New York City, a prominent architect and member of the Board of Trustees of Lincoln Hall and of the Board of the St. Vincent de Paul Institution for Girls at Tarrytown, New York; and Mr. Clinton W. Areson, recently Program Director of the League.

### Clinton W. Areson Completes Duties as Program Director

ON FEBRUARY 1, 1940, Clinton W. Areson was granted a leave of absence by the Court of Domestic Relations of the City of New York, where he had given notable service as Chief Probation Officer for several years, and, at the request of the Board of the Child Welfare League, took on the duties of Program Director of the League. He held this office up to June 15 of this year.

It is difficult even for those of us who have worked closely with Mr. Areson during these months to estimate accurately the true value of the contribution he has made to the future of the League. He came into the office at a critical time in League history and succeeded in masterful fashion in shaping up a program which, with few minor modifications, was unanimously approved by the delegates of the League at the recent meeting in Grand Rapids. From his report on *The Origins of the New Program*, it can be seen that this program was not fashioned out of the dreams or conjectures of Mr. Areson's mind, nor from any office "armchair philosophy."

The League is grateful to Alfred Whitman who, as Chairman of the Reorganization Committee of the League, took the first steps in laying the foundations of this program; to member agencies who have been patient, thoughtful and painstaking in their contributions; to representatives of the Federal Children's Bureau and other national agencies who have participated; and to Mr. Areson under whose able leadership the program has finally evolved.

League members will be delighted to know that Mr. Areson was elected to the Board of Directors at the recent League meeting at Grand Rapids. Our best wishes go with him and Mrs. Areson as they leave for their new home at Industry, New York, where Mr. Areson becomes Superintendent of the State Agricultural and Industrial School, one of the largest and most important institutions for delinquent boys in the East.

### Social Work Vocational Bureau

The Social Work Vocational Bureau has opened its office at 122 East 22nd Street, New York City, to provide a national placement and counselling service in the social work field. At present it offers service only in the case work field, including child welfare, and covers positions for executives, consultants, supervisors, case workers and others for whom an agency may specify social case work training. It is planned later to extend service to group work and other social work fields as financing permits.

The Joint Vocational Service, which formerly rendered such service but went out of existence in December, 1939, has turned over to this new agency all its files and individual personnel records.

The Social Work Vocational Bureau is organized on an annual membership basis for individual social workers and agencies, and is affiliated with the Child Welfare League of America and other national agencies which contribute to its support. There is no placement fee.

The Bureau now has positions open for case workers and supervisors. Social workers who are interested in using this service are urged to file membership. Since the Social Work Vocational Bureau is offering a service of vital concern to social agencies in need of workers, it will be advantageous for agencies to take out membership in the organization and to list openings as early as possible. Further information may be secured from the Director, Miss Louise C. Odencrantz, or the Child Welfare League.

### READERS' FORUM

#### TO THE EDITOR:

Inasmuch as Massachusetts has long advocated foster home care for infants and the Children's Aid Association has merged with the Massachusetts Babies Hospital, earlier called the Massachusetts Infant Asylum, which was a pioneer in infant care, I feel that we have some responsibility in attempting to answer the question regarding the most desirable type of foster care for infants.

The hospitals in Massachusetts have long recognized the favorable results obtained in foster home care of infants and have frequently referred convalescent babies who came to them as serious medical problems. Your correspondent undoubtedly wishes to contrast care in a modern institution with present day foster home care. Our study published a year ago, "The Rehabilitation of Children," contained some mention of infant care, and in Appendix B a description of the Preventive Clinic which is responsible to a large extent for the excellent results obtained by the Children's Aid Association in baby care.

I will give as complete a statement of our program as I can to any one who may wish to correspond with me.

(Mrs.) EDITH M. H. BAYLOR

Supervisor, Department of Study and Training,  
Children's Aid Association, Boston

## NEWS FROM THE FIELD

CONNIE MAXWELL ORPHANAGE, long a leader in the institution field, has again stepped forward in a courageous way to scan its failures and see what lessons can be learned from them. As their report says: "We can afford to pay less attention to the successes that have resulted from our labors, for we have majored on them in public speeches and in printed matter from time to time. . . . We know very little about the children who have not done well at the Orphanage, and who left us without apparently receiving much inspiration or help from us; some leaving of their own accord because they were not happy at the institution, and others sent off with a gentle push because we thought they would do better in another environment."

The Superintendent and Trustees of the Orphanage asked the Baptist State Convention to appoint a supervisory commission to visit the Orphanage, study the entire situation, and make recommendations. At the meeting which appointed this commission, Dr. A. T. Jamison, for many years the superintendent, offered a group of questions for consideration, among which were the following:

"Is it not a fitting time to raise the question as to whether we are entirely satisfied that Connie Maxwell Orphanage is fulfilling its just function?"

"Are we patting ourselves on the back in thinking we have an up-to-date institution when few of us actually know much about it?"

"Are we satisfied that every dollar given to the Orphanage is wisely spent and used in such a way that shall result in the most far-reaching good?"

"Are the Trustees of Connie Maxwell Orphanage leaving things too largely to the Executive, confidently taking it for granted he will manage things wisely?"

"Are we willing to follow the line of least resistance and take it for granted that it is a good institution, wisely managed, or should we not ask some of the most thoughtful and able exponents of child welfare in this country to point out our weaknesses?"

"Are we willing to accept criticism, advice and suggestion from competent individuals who are divorced from and completely independent of the institution?"

"Should we enlarge our extramural activity and add more social workers to our field staff in order to find places for many destitute children who apply to us and receive no favorable attention?"

"Are we pursuing the wise course to receive normal children mainly, or should we make pro-

vision to give special attention to handicapped or exceptional classes?"

"Shall we continue the present policy, or shall we fit ourselves to care mainly for certain special classes of children not provided for by other agencies?"

"Shall Connie Maxwell Orphanage be one institution that shall earnestly study its failures in order to correct them and thus reach a state of higher efficiency?"

Such fearless scrutiny could well be carried on by other institutions in these changing times.

In the recently published report of the Catholic Charities of the Archdiocese of New York, "the section on child care covers the work of 74 agencies which provide for more than 34,000 children. Improvements of established programs and reaching out for new methods made for growth during the year. Because of the complexities evolving from the double responsibility of providing a substitute home life and of building up the children under their care, eight institutions added case workers to their staffs. During 1939 there were 6085 boys and girls cared for in institutions for dependent children. The agencies responsible for the placing out of children in boarding and free homes in the Archdiocese pursued the principle that the father of tomorrow walks on the feet of the child of today. Consequently, they have placed these homes under the supervision of young men and young women who are especially trained in the needs and desires of the human personality. The Catholic Charities Guidance Institute continued its protective care by placing at the disposal of the Houses of the Good Shepherd its special service of psychological and diagnostic psychiatric examinations."—*The Catholic Charities Review*, April, 1940.

The Child Welfare Association of Omaha, Nebraska, recently issued an original annual report in which its activities are portrayed on the basis of nineteen well-known advertising slogans and amusing reproductions of the "ad" drawings. Their attractive mimeographed news-letter for March includes a notice of a foster mother meeting, comments on the Mid-west Regional Conference of the Child Welfare League, reports that the Child Welfare Division of the Council of Social Agencies has been using the outline "Understanding Children" in studying institutional problems, and presents a case story which is interpretative of the work of the agency, both for potential contributors and prospective foster parents.



### Origin of the New Program of the Child Welfare League of America

(Continued from page 4)

of fact, the wide development of consultant service through the federal and state departments does actually substitute for a great section of the service which was rendered by Dr. Carstens. The policy then of the League's central office must be to choose discriminatingly points to which consultants should go, and issues on which consultation service should be used. This should definitely be linked up with the development of regional committees, which should be used in exploring situations, to determine if consultants from elsewhere or from the League office are actually needed. In other words, there should be a sifting process, so that only those situations are served by consultants which cannot be so well served otherwise.

There has for many years been difficulty in arranging payment for consultation service. It is the intention of the financial proposals that routine services of this type shall be available to the accredited agency group. Special services of consultation, especially those involving any extent of time, ought to be paid for by organizations sharing in the benefit; and it should not be unreasonable to think that those expenses could be pro-rated and met, if consultation service is organized as discussed above.

#### Participation

These are in general the broad purposes suggested in the proposals of the Reorganization Committee. The question then must be faced as to the organization which can put them into effect. It is impossible to get away from the conviction that the program should be broadly conceived; that it should be aggressive in the sense of inviting participation and making itself felt in behalf of disadvantaged children; and that it should not, in the phrase of Miss Lenroot, be so narrowly conceived as to inhibit understanding by the public of the needs of children.

One state director went so far as to say that he could see no reason on financial grounds or others why public departments should not share fully with the voluntary groups in responsibility for financing League services. It has been mentioned above that the legal framework within which much of the service for children is carried on implies joint participation. Various devices of junior and senior membership were discussed in many places. The director of one important national agency felt that there was great gain from inclusiveness, with distinctions of function and

place, allowing for services as widely available as finances permit. He saw no advantage, of course, in sacrificing the prestige which now inheres in League membership in order to gain simple inclusiveness. And it is with this thought in mind that the several types of affiliation were worked out as set forth in the proposals.

For many years past there has been a provision in the League constitution for the affiliation to the program of "Associates." We know from the frequent requests through correspondence that many organizations not in child care, such as clubs, church groups and federations, are interested in the child welfare movement. Member agencies affiliated with the League have contacts with many of them locally, and there are some that would like to be affiliated with a national body for the sake of information, stimulation, and participation in the movement. Provision is therefore made for a real attempt to reach such bodies.

Evidence that regional committees can function was presented by the recent Mid-West Regional Conference, organized by a Committee from member agencies, which drew seven hundred and sixty registrants from fourteen different states. One could hardly question the vitality of regional effort in the face of that kind of evidence. From various parts of the country, there has come the suggestion that regional organization, by means of committees with real status in reference to the program of the League, should be developed.

Among the few letters of Dr. Carstens appearing in the minute books was one written in 1938, in which he discussed the need of greater participation by lay persons interested in child welfare. This is admittedly a difficult accomplishment for a national agency. One member of a conferring group, which is considered to be quite successful, gave it as his opinion that lay participation is far less vital even in his group than would be expected from the good attendance which his organization secures at meetings. Nevertheless, there are being added to the Board of the League this year several members who are not professionally occupied with social work, but who have had experience in Board membership. It is contemplated that the program developed by the central office will contain elements which will draw lay participants into regional planning, as well as effect some quickening of interest in the national program.

#### Other Areas of Service

Affecting public sentiment about children frequently came to discussion, and was not always rec-

ognized as a truly difficult undertaking. The point was made, however, that any organization which aspires to the position of national spokesman, as the League has done and intends to do, must have a sufficient number of affiliations to justify that function. Some recalled that in 1933 the League had joined with the U. S. Children's Bureau in calling a conference in Washington on the condition of children in the early depression years. At various times, individuals from the League constituency or the central office have assisted in presenting reasons for legislation in Congress, usually on the basis of experience rather than in a broadly based and widely shared movement. It was the conviction of the Reorganization Committee that this is a genuine function, one to be used with discrimination, and to be developed as affiliations broaden. Quite obviously there would be occasions in different areas of the country when conditions among children would be of special concern to local regional committees and organizations. It should be contemplated that the League would make its strength and experience felt in support of plans to meet such regional difficulties.

There were some proposals looking to a wide-spread effect on the public press and magazines, but this would surely be a later stage and one that would depend upon achievement of wide status.

One of the contributions made to us in the matter of area of service pointed out the difficulties implied in the foregoing material. In order to develop and maintain standards, an agency must focus its attention on its own work. In order to affect children widely and to fulfill the broader functions demanded by many, undue concentration on one's own agency is impossible. As was remarked in conference, these two things at first glance seem to be incompatible: to clarify function, we tend to turn our vision within ourselves; to see the need outside of the particular group being served by the agency, we must turn our vision outward. The discussant saw the possibility of a non-official agency assuming leadership for all agencies interested in the welfare of children, both in helping them to clarify their functions and improve their standards, as well as in assisting them to have a continuous concern about the wider needs of children. Miss Lenroot pointed out that there are six to eight million children dependent on some form of economic aid outside of the family earnings; there are children in migrant families, and children of economically uprooted families. But she does not see any private agency continuously functioning to interpret the needs of these children dependent on the public for support. She recalled to the confer-

ence the services of the League in focussing attention on children in the early days of the depression.

It was from such opinions as these that the Reorganization Committee finally formulated its statement, giving the League Board authority to choose where it might utilize its resources from time to time as special conditions seem to demand its attention or support, its advocacy or service.

### *Financial Support*

It is pointed out in the proposals of the Reorganization Committee that financial income during this interim period has been practically equal to that of the last years of Dr. Carstens' service. We interpreted that as evidence of two things, first a real loyalty to the League idea among affiliated agencies and friends acquired over past years, and second, an expectation that the League will presently go on with a vigorous program.

The figures involved are not large. Income has run about \$40,000 in the last years, which on the present plans would maintain an Executive Director, an expanded and well established information and publication service, and the expenses of financial extension. The function of the Executive Director would be to manage and develop the program, to interest groups and to be a leader, but it is not contemplated that he would himself endeavor to carry too much field service.

In order to add two field consultants in 1941, to pay the expenses of promotion, and to set aside a sum of \$10,000 for service to public departments and those other undertakings which may not be reimbursed, an additional \$25,000 to be secured in cash or pledges this fall will be required. A sound Finance Committee is in the process of formation. During the early summer plans and proposals will be laid before various Foundations and some prospective large donors. The Reorganization Committee believes that it is healthy to spread support, having in mind that the past experience of the League, which started with very generous Foundation support, did not emphasize sufficiently the importance of day to day financial planning and effort.

This means that those who wish to see such a program as outlined put into operation, both for their own benefit and as a national service, must assist the central office in its financial program. It is the experience of recent years that access to key persons in localities brings definite results in financing a national movement of this kind. It is not omitted from calculation that payment for services ought to increase the



income somewhat, and that there should be some reevaluation of the financial aspects of affiliation.

On this point two observations may be made. For those organizations and groups not heretofore acquainted with the service in the terms described above, introductory fees of a very nominal sum have been set down. These are frankly to enable an organization to become acquainted, preferably with no commitment to future responsibilities on either side, but with the hope that it will go on to Accredited Agency status and responsibility. It is believed that an invitation in such terms would bring response, and there is already experience to this effect over the last several years. Affiliated Agencies, freely accepted, are comparable to those recently called "Associates." An annual fee of \$15.00 is proposed for these.

The support plan for the Accredited Agency group follows familiar lines. The only change is in the direction of a simpler and more definite formula. Enough agreement was forthcoming to the suggestion of single dues to cause the Reorganization Committee to propose this instead of the present *dues and contribution*. In general, the principle of support to the National Agency on the basis of budget strength has been retained, but is more simply expressed. Details will be found in the printed proposals.

#### Objectives

In concluding I should like to go back to the thought with which I began: The Child Welfare League embodies a service in behalf of underprivileged children which cannot be paid for by its beneficiaries, because they do not themselves have the funds. So Dr. Carstens saw it, and so we unite to carry it on. It is a program and a movement to which many people will be glad to adhere and give support. The White House Conference report has been sent to every organization connected with the League because it pictures the total situation which must be attacked. The League's possible share is open to our action.

The setting and the execution must be up-to-date, but the motivations remain the same as those which led Lillian Wald to demand a Federal Children's Bureau and Carl Carstens to envisage a League. To work together aggressively for good standards of service, to exchange information and to seek counsel among our leaders, to qualify to speak for children in need—these make up the program we propose.

THE new list of League publications, which is enclosed for Members and Associates, may be obtained upon request.

#### BOOK NOTES

JUVENILE DELINQUENTS GROWN UP: Sheldon and Eleanor Glueck. 340 pp., 1940. Commonwealth Fund, New York. \$2.50.

The authors continue to scrutinize the *one thousand juvenile delinquents* concerning whose recidivism during the five-year period following completion of treatment by the Boston Juvenile Court they wrote challengingly in 1934. The controversy that waged around that work has been no deterrent against a follow-up study of these 1000 individuals some ten years after the end of the first five-year period. The present study also undertakes an analysis of their conduct during the various peno-correctional treatments to which they were subjected since first coming into contact with agencies of the law. It then presents what purports to be practical suggestions for predicting behavior of delinquents during the fifteen-year span following treatment by a juvenile court.

A review of the background of the 1000 juvenile delinquents as reported in the original volume precedes a description of their delinquencies during the fifteen-year span. The authors find that with the passing years there occurred both a decline in criminality and a decrease in the seriousness of the offenses of those who continued to commit crimes. Abandonment of criminal conduct, they say, does not occur at any specific age level, but rather after the passage of a certain length of time from the point of first expression of definite delinquent trends. The social adaptation of former juvenile delinquents derives less from the arrival at any particular age span, but rather from the achievement of a degree of maturity. A theory as to the role of maturation in its relationship to delinquency and criminality is discussed at some length.

The practical implications of the findings lie in (1) the feasibility of more refined predictive instruments for the use of courts and parole boards than have heretofore been constructed and (2) the weight they give to the suggestion made in *Later Criminal Careers* that "experimentation in ways of hastening the maturation process needs to be carried out among certain groups of criminals to see whether it is possible to shorten the span of criminality."

Obviously *Juvenile Delinquents Grown Up* should prove to be extremely interesting to all who are concerned with juvenile delinquency, as well as of practical value to court and parole administrators. The prediction tables which are presented are believed by the Gluecks to make possible the forecasting of the behavior of offenders not only after treatment, but also during specific types of treatment. If they predict with any appreciable degree of practical success,

then an unusual contribution has been made. However, it may be well to quote the authors, "Upon the accuracy of the basic raw materials of a social research depends the validity of the conclusions and interpretations drawn from it," and merely to question whether the basic social data of the original study provided an adequate foundation for the intricate and imposing structure they have built. A review of the "Glueck Controversy," participated in by such authorities as T. D. Eliot, H. B. Elkind and M. Taylor, should be made.

In the opinion of the reviewer, the Gluecks have convincingly presented their case in behalf of prediction techniques, and should now be given their day in court under circumstances that would assure a fair and speedy trial. The numerous points at issue can be adjudicated only by experimentation.

—IRVING LEVIN  
Director of Research,  
Domestic Relations Court, New York City

SOCIAL CASE WORK WITH CHILDREN—Studies in Structure and Process: Edited by Jessie Taft. 237 pp., 1939. Pennsylvania School of Social Work, Philadelphia. \$2.00. (Paper covers, \$1.00.)

The publication of *Social Case Work with Children* is of significance, first, because of the characteristic reluctance of case workers in the children's field to commit themselves in writing, and second, because of the frank presentation of a basic philosophy. This philosophy, already accepted in essence in the field of child study and education, limits the responsibility of the placement agency to a "helping to do" rather than a "doing for." It challenges the conventional stand of the children's agency as "in loco parentis," and that assumption of total responsibility for the child which has so often been characterized as "playing God." It defines the function of the worker as that of "helping the child to have certain experiences" which he will utilize and incorporate only in accordance with his own capacities.

The worker and agency thus become the medium through which resources that may meet the client's need are made available to him. Within this framework, the dynamic interplay of personalities, in the various relationships of child, family, foster parents, and worker takes place.

It is difficult for those of us who are not trained in or familiar with the ideology of what has been called the "Philadelphia school of thought" to comprehend many of the psychological mechanisms and interpretations in these studies. Regarding actual case work practices, however, there are several which

merit consideration: the use of temporary homes for all children before permanent placement; placement techniques with very young children; the interrelations of agency and parents; the approach to the "prospective foster parent as client"; and the handling of special situations in which the child is receiving psychiatric or medical treatment. There is an appreciation of the dependency on the community of child welfare programs, in the discussion of community attitudes concerning adoption, the relation between public and private services, and the basis of community support. Together, twelve separate papers make up this volume, with a statement of underlying principles in an introduction by Dr. Taft.

For case workers in the child placement field who are concerned with case work processes, and for agencies which are evaluating their own functions and programs, there will be found much that is provocative even though controversial.—Z. R. T.

CHILDREN FROM SEED TO SAPLINGS: Martha May Reynolds. 337 pp., 1939. McGraw-Hill Book Company, New York. \$3.50.

This book is a summary of the series of successive stages of growth and development of children from the pre-natal period to the eighteenth birthday. The volume is planned as a text book for people "who want to know more about children," particularly parents, teachers, nurses, doctors, and social workers. The material is sound and is so organized as to make the book convenient for reference in ascertaining quickly physical and psychological norms for a particular age period.

To this reviewer, the book would seem most useful to inexperienced parents. For any professionally trained group, it would seem oversimplified, both as to material and as to style. It would appear to have little value for gaining technical understanding of children because the book tries to cover too much ground to be anything but superficial.

—MARJORY EMBRY  
Director of Social Work, DePelchin Faith Home and  
Children's Bureau, Houston, Texas

The United States Film Service has released Pare Lorentz's motion picture, *The Fight For Life*, throughout the United States. This film has been praised by educators, critics and leaders in science and social welfare "as a new art form which is a weapon for social work." The film is a dramatization of the activities of the Chicago Maternity Center and demonstrates the possibility of reducing infant and maternal mortality rates in America.